

# **NORTH CARVER URBAN RENEWAL PLAN**

## **CARVER, MASSACHUSETTS**

Town of Carver, Massachusetts  
Carver Redevelopment Authority  
October 2016

**DRAFT – Comments & Insertions**  
**October 24, 2016**

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## EXECUTIVE SUMMARY

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**Background.** The Town of Carver is a suburban community with strong agricultural roots. Its population was 11,509 in 2010 (US Census). Carver is located in southeastern Massachusetts, roughly 38 miles south of Boston in Plymouth County.

The Town covers an area of approximately 39.76 square miles. Most of Carver's land area is undeveloped and is either in agricultural use or is vacant open space.

The cranberry industry has historically been Carver's primary industry. In the 1940s, Carver produced more cranberries than anywhere in the entire world. Decas Cranberry Products, a local family-owned business that sells cranberry products worldwide, has been processing cranberries in Carver for over 80 years. Today, Plymouth County remains the state's largest cranberry producer.

The Town of Carver recognizes the need to diversify its economy. The Carver Redevelopment Authority (CRA) recently assessed the range of potential redevelopment options for a new business park in North Carver. Based on the anticipated market for prepared development land and the beneficial fiscal impacts of carefully managed development on the Town, the CRA is now advancing this urban renewal plan pursuant to the criteria established in Massachusetts General Laws (MGL), Chapter 121-B.

The proposed North Carver Urban Renewal Plan (hereinafter referred to as the North Carver URP) is a critically important step forward in an over twenty-year effort to realize the full economic development potential of a large blighted and underutilized area in the northwest corner of the Town of Carver. This initiative is the culmination of a series of carefully thought-out steps that will, in the aggregate, transform an area that is, essentially, a remnant of several sand and gravel extraction operations, into a modern and flourishing economic engine for the community and the region (see specific history in Section 2 below).

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**Vision for the Future.** The Town of Carver seeks to capitalize on the strategic location of this particular area of North Carver for long-term economic development purposes. The Town envisions the private development of the area for modern, attractive and sustainable facilities for warehousing, distribution and manufacturing, as well as commercial redevelopment along North Main Street. This development will convert this largely abandoned and/or underutilized area into a thriving commercial asset, generating both property tax revenue and needed employment opportunities for area residents.

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**Description of the Urban Renewal Plan Project Area.** The North Carver URP area (Project Area) includes 23 privately owned parcels and two publicly-owned parcels of land totaling 301.4 acres (see Table 1 North Carver URP Project Area Parcel Listing). Much of the Project Area is not currently accessible via public ways.

The primary historic land use involved the extraction of sand and gravel from a 127-acre parcel located within the Project Area for re-use elsewhere. There was no restoration of the depleted land after the removal of marketable material was completed. Extraction activities ceased around the year 2000.

The remaining portions of the Project Area include a 30-acre abandoned (and now demolished) septage treatment facility currently used as a contractor yard for a landscaping business, three parcels totaling 62.9 acres containing cranberry bogs, and several other smaller properties including vacant land as well as limited residential or commercial uses including a strip shopping center which had once been the location of a major supermarket chain.

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**Goals and Objectives.** The North Carver URP will address the following goals and objectives:

- To alleviate blighted conditions that currently exist in a strategically situated area of North Carver located immediately to the northwest of the intersection of US Route 44 and MA Route 58.
- To maximize the development potential of this area by aggregating land in a configuration that would be attractive for private sector redevelopment.
- To provide convenient access to and egress from the area for the end-users of the property.
- To provide for all required infrastructure to support the redevelopment of the area.
- To prepare “shovel-ready” redevelopment sites that meet the requirements of the probable end-users in the marketplace.
- To attract private investment that is consistent with the Town of Carver’s Master Plan and the requirements of the Green Business Park district in the Town’s Zoning By-Law.
- To protect the quality of the environment by fostering the redevelopment of the area in a fashion that will be sustainable over the long term.

To provide for aesthetically pleasing redevelopment that will incorporate green space, wetland habitat and all the existing cranberry bogs so as to enhance the overall visual appeal of the Town of Carver.

- To create new employment opportunities and to substantially expand the Town's tax base.

**DELETED TABLE 1 FROM PRIOR DRAFT – SEE NEW VERSION  
UPDATED FROM SPREADSHEET**

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**Justification for Urban Renewal.** Because of the condition and configuration of the land in the North Carver URP Project Area, the dynamics of the private real estate market will not result in the redevelopment of the subject area. The only vehicle currently available under Massachusetts law for achieving all of the redevelopment goals for the North Carver URP (see above) is the MGL Chapter 121B urban renewal program. The data presented in Section 2 demonstrates that the North Carver URP Project Area qualifies as a “blighted open” and “decadent” area and that it is improbable that the area would be redeveloped per the ordinary operations of private enterprise.

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**Specific Urban Renewal Actions.** The proposed North Carver URP involves targeted public sector intervention in the 301.4-acre project area (the Project Area) consisting of the following elements:

- The acquisition of 241.3 acres of land within the 301.4-acre Project Area to remove conditions that are major factors in the existing and spreading blight as well as to create a site with sufficient critical mass for a viable business park that will attract new economic development and private investment to the Town of Carver.
- The adoption of design controls for the Project Area to ensure that redevelopment activities will result in a positive addition to the Town of Carver and will reflect the overall vision for the redevelopment of the area.
- The construction of infrastructure improvements in the Project Area necessary to support redevelopment activities, including new public roadway(s), utilities, stormwater controls, streetscape improvements, lighting and tree planting, and extending available potable and fire protection water from the North Carver Water District. Other infrastructure improvements including the extension of adequate electrical and natural gas will be coordinated with the available utility providers. As there is no public sewer available near the Project Area, wastewater treatment and disposal will be provided with an on-site system.

The urban renewal actions to be undertaken to redevelop the area is summarized in Table 2.

<b>Table 2. NORTH CARVER URP PROPOSED URBAN RENEWAL ACTIONS</b>	
<b>Project Area</b>	The North Carver Urban Renewal Plan Project Area totals 301.4 acres and is located along US Route 44 on the south, MA Route 58 (North Main Street) on the east, the Plympton, MA town line on the north and the Middleborough, MA town line on the west in the northern section of Carver (See Map A1)
<b>Acquisition</b>	<ul style="list-style-type: none"> <li>• Fourteen parcels are to be acquired in their entirety: 3-4 Park Avenue (20-2-0-R)</li> <li>• 1 Park Avenue (20-2-1-R)</li> <li>• 0 Montello Street (20-3-0-R)</li> <li>• 0 Cobbs Pond (20-14-0-R)</li> <li>• 0 Rear Plymouth Street (21-2-A-R)</li> <li>• 12 Montello Street (22-3-0-R)</li> <li>• 18 Montello Street (22-3-1-R)</li> <li>• 20 Montello Street (22-3-A-R)</li> <li>• 0 Montello Street (22-5-A-R)</li> <li>• 0 Montello Street (22-4-0-R)</li> <li>• 10-B Montello Street (22-10-0-R)</li> <li>• 10-B Montello Street (22-10-1-R)</li> <li>• 10-A Montello Street (22-11-0-R)</li> </ul> One parcel will be partially acquired: <ul style="list-style-type: none"> <li>• 0 Montello Street (24-1-0-E)</li> </ul>
<b>Relocation</b>	Six current occupants will be relocated (4 residential and 2 commercial)
<b>Demolition</b>	Six existing buildings will be demolished: <ul style="list-style-type: none"> <li>• 10-A Montello Street</li> <li>• 10-B Montello Street</li> <li>• 12 Montello Street</li> <li>• 16 Montello Street</li> <li>• 20 Montello Street</li> <li>• 3-4 Park Avenue (Garage building)</li> </ul>
<b>To Be Rehabilitated</b>	The North Carver URP does not propose to undertake the direct rehabilitation of any of the buildings within the Project Area. The plan contains Design Controls and a Design Review Process that will apply to development activities within the Project Area.
<b>Street Discontinuance</b>	Possible relocation/reconfiguration of portions of Montello Street.
<b>Zone Changes</b>	One parcel (20-14-0-R) will be rezoned Green Business Park. All other parcels to remain either Green Business Park or Highway Commercial.
<b>Proposed Project Improvements</b>	Assembly of a redevelopment site to support a mixed-use industrial development project and stimulate future commercial redevelopment along North Main Street. Roadway, utilities, streetscape improvements and public amenities to support redevelopment efforts.

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**Financing Plan.** The cost of implementing the activities contemplated by the North Carver URP is estimated at \$0.0 million. Due to the substantial costs of executing the plan, the North Carver URP may be developed in phases, which will allow for its implementation as project funding is secured. The business park development and associated infrastructure will likely be in the first phase of development followed by a later phase involving commercial redevelopment along the Route 58/North Main Street corridor. A consolidated site, cleared of the remnants of previous activities and fully restored, is necessary to attract private developers. Therefore, the initial phase of the North Carver URP will involve the assembly and clearance of property to support the development of a business park.

A detailed budget and a financing plan for the implementation of the urban renewal project are provided in Section 5.

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**Economic and Community Benefits.** The North Carver URP represents a significant step forward in a twenty-year effort to advance a strategic redevelopment opportunity that will ensure adequate space for new and growing businesses within Town. It will promote continued economic health and stability of the Town and pave the way for additional, broader revitalization within Carver.

A recent analysis of the market for “shovel-ready” land at the site indicates a high likelihood for strong demand from the warehousing and distribution sector. This reflects Carver’s strategic location in southeast New England between Boston, MA and Providence, RI with easy access via US Route 44, Interstate 495, Interstate 95, Interstate 90 and MA Route 3. Commuter rail to Boston is available 7.6 miles from the site at the Middleborough/Lakeville station of the Massachusetts Bay Transportation Authority (MBTA).

The implementation of the North Carver URP, based on full development of the area under the existing Green Business Park zoning, is expected to result in up to 1,850,000 square feet of new buildings, up to 000 construction jobs, up to 000 permanent jobs and up to \$3.1 million per year in property taxes payable to the Town of Carver (see detailed analysis in Section 5).

The owner of the largest parcel within the Project Area has expressed serious interest in acquiring the entire properties proposed to be acquired for private redevelopment. Any proposal will be evaluated in the context of the North Carver URP.

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**Sustainable Development Principles.** The Town of Carver and the CRA are fully committed to the redevelopment of the site by applying the Commonwealth of Massachusetts’ sustainable development principals. The North Carver URP will be the vehicle for assuring conformance with these principles, as they will be imposed in the North Carver URP itself as well as in the Land Disposition and Development Agreement with any private redeveloper (see analysis in Section 3).

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**Citizen Participation.** The CRA has solicited input from residents of Carver and Plympton in the preparation and adoption of the North Carver URP. Public meetings were held at all key junctures in the planning process. The CRA will continue to provide for ongoing public participation in the proposed execution of the North Carver URP. Development proposals submitted for the consideration and approval of the CRA will continue to be made available to the public in an open meeting format (see more detailed information on Citizen Participation in Section 12).

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**Summary.** For almost a quarter of a century, the Town of Carver has steadily pursued its vision of converting a largely vacant, underutilized and blighted asset into a vibrant, valuable and productive economic resource for the Town of Carver and the Plymouth County region. The overall concept has been carefully formulated and the Town has undertaken multiple steps to move this significant economic development effort forward on an incremental basis.

The North Carver URP represents the next logical step toward achieving the fulfillment of this vision. The Town and the CRA are now poised to act on this extraordinary opportunity to secure Carver’s economic future.

## SECTION 1. PROJECT AREA CHARACTERISTICS



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The following required maps showing the Project Area and URP characteristics and information are included in the subsequent pages of this section:

- Map A1. Project Area Location.
- Map A2. Project Boundary and Topography.
- Map B. Spot Clearance.
- Map C. Existing Parcels.
- Map D1. Existing Land Use.
- Map D2. Existing Zoning.
- Map E1. Proposed Land Use.
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- Map F1. Existing Thoroughfares and Rights of Way.
- Map F2. Proposed Thoroughfares and Rights of Way.
- Map G. Parcels to Be Acquired.
- Map H Tax Title and Foreclosed Properties. | None--delete
- Map I Disposition Parcels. | Not necessary—combine with E1
- Map J. Conceptual Site Development Plan | Not necessary—combine with E1

## SECTION 2. PROJECT AREA ELIGIBILITY



**Introduction.** Under MGL Chapter 121B, urban renewal plans can be undertaken only in a designated area that has been determined to be a “decadent, substandard or blighted open area.” Further, governmental action must be warranted to assist in the revitalization and redevelopment of the area. The Carver Redevelopment Authority (CRA) has made this determination about the proposed North Carver Urban Renewal Plan Project Area.

Establishing the legal basis for creating an urban renewal plan in accordance with the statute requires a detailed examination of existing land use characteristics, socioeconomic conditions, and other economic indicators. The data evaluated as part of the area eligibility determination for the Project Area included Town records identifying parcel ownership, land and building assessments, the square footage of parcels and structures, the current usage, and existing easements. In addition, extensive field evaluations of the area were undertaken in November and December 2015.

The CRA is proposing specific public sector actions that are necessary to encourage the redevelopment and revitalization of an area that is plagued with chronic physical and economic decline. The North Carver URP is designed to position it to achieve its full economic development potential, thereby generating major benefits to the community in terms of job creation and increasing tax revenue.

Based on the data and other descriptive materials presented in this Section, the CRA finds that the designated North Carver URP Project Area qualifies as both a “blighted open area” and a “decadent area” (see Table 3. below). This section will establish the basis for these findings by demonstrating that the North Carver URP Project Area exhibits a number of the physical attributes listed under the statutory definitions of both a “decadent area” and a “blighted open area.”

The existing conditions are clearly “detrimental to the sound economic growth of the community.” Further, it is improbable that the Project Area would be redeveloped per the ordinary operations of private enterprise.

The North Carver URP will be an essential tool in revitalizing the Project Area. It will encourage sound growth; assemble a 241.3 acre parcel for the development of a green business park; support private economic development efforts, including future commercial development along North Main Street; and provide for public improvements necessary to support redevelopment activities.

The purpose of the North Carver URP is to spur private investment by assembling properties that have the highest potential for stimulating private investment. This URP will involve specific actions to reverse the trend of economic and socioeconomic decline that are impeding the orderly and proper redevelopment of the area.

This section will explain this conclusion, and, therefore, the need for governmental intervention.

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**Site Overview.** The North Carver URP area is situated in northwest corner of Carver and is bounded generally by US Route 44 on the south, North Main Street (Route 58) on the east, the Plympton, MA town line on the north and the Middleborough, MA town line on the west (see Map A1. North Carver URP Project Area Location). The boundary includes 23 privately owned parcels and two publicly owned parcels of land totaling 301.4 acres (see Table 1 North Carver URP Site Parcel Listing). Much of the Project Area is not accessible via public ways.

A large portion (42 percent) of the North Carver URP Project Area (approximately 127 acres) is generally known as the “Whitworth Property” (Assessor’s Parcel identification 22-2-0-R shown on Map C – Existing Parcel Numbers and Boundaries) and has historically been used for sand and gravel mining operations. It has been owned by Heirs of Sumner Mead (1968 to 1997), Stone Cranberry Corporation (1997 to 2013), and Route 44 Development, LLC. (2013 to present). Over the years, various firms were engaged by the owners to conduct extraction of soils operations on this property and conduct other operations including a woodwaste landfill and a wood waste processing operation.

The typical extraction operations on the former Whitworth Property involved stripping the land of the natural vegetation, topsoil and subsoil, removing the marketable sand and gravel, screening and washing the extracted materials and finally trucking it away for re-use elsewhere. There was no restoration of the remaining land after the removal of marketable material was completed.

Extraction activities ceased around the year 2000, and the site has remained generally inactive and underutilized for close to 15 years. A gravel screening plant has been removed from the site. The primary exception to this inactivity was the lease of approximately ten acres of land at the easterly portion of the so-called Whitworth Property for the operation of a wood processing facility from 2006 to 2011. This operation produced commercial wood chips from logs and wood waste, top soil/mulch, cranberry waste, and stumps. Approximately three acres of this property was also used for a woodwaste landfill in the 1980’s as approved by the Town of Carver Board of Health and the Massachusetts Department of Environmental Protection (MassDEP). All of the post-soil extraction activities are currently inactive and have left items that need to be remediated and cleaned-up prior to the development of the Project Area.

In 2013, the new owner of the Whitworth Property, Route 44 Development, LLC, commenced the process of preparing the property for potential future development. This work involved remediating the historic environmental issues and importing appropriate soils to grade the site to prepare it for future redevelopment.

The remaining portions of the North Carver URP Project Area include a 30-acre abandoned (and now demolished) septage treatment facility, three parcels totaling 62.9 acres with cranberry bogs, and several other smaller properties including vacant land as well as limited residential or commercial uses including a strip shopping center which had once been the location of a major supermarket chain.

There are a number of existing environmental issues within the North Carver URP area:

- **Parcel 20-2-0-R.** The 127-acre site of the former sand and gravel operation (the Whitworth Property) is a brownfields site that has been assessed and remediated under the Massachusetts Contingency Plan (MCP, 310 CMR 40.0000) Regulations promulgated by the MassDEP. The MCP activities include assessment and remediation of deep groundwater on the property that was impacted by two upgradient releases located south of Route 44. The assessment and remediation activities on this property associated with these releases including groundwater treatment sites are in the process of being removed and closed out. An on-site release related to the historic storage of organic cranberry waste has been assessed and is also currently being closed out in accordance with the requirements of the MassDEP's MCP Regulations.

The owner of this property is also advancing initial reclamation activities on this Property, including removing subsurface debris from historic operations and illegal dumping, remediating the existing on-site woodwaste landfill as required by MassDEP's Solid Waste Management Regulations (310 CMR 19.000) , accepting appropriate soils to restore the property to grades appropriate for future development, processing the on-site tree and stump pile, and processing of asphalt, brick and concrete (ABC) materials to provide materials for the construction of roadways, parking areas and building foundations related to the future development.

- **Parcel 20-2-1-R.** In 2006, the owner of the former septage treatment plant on this 30-acre property was cited by MassDEP for Water Pollution and Air Quality violations and ordered to stop accepting septage. This plant then permanently ceased operations and was demolished (some concrete slabs remain). This property is currently used as a yard for a local contractor and does not have any buildings.

The Town of Middleborough operates a solid waste landfill immediately west of the North Carver URP Project Area in Middleborough. The Town of Middleborough owns a parcel within the URP Project Area that is a buffer to their landfill (Parcel 20-13-0-R). There are no known issues with the Middleborough Landfill that will impact the proposed redevelopment of the North Carver URP Project Area.

The 2005 substantial upgrading of the adjacent US Route 44 as a limited-access highway and the recent passage of a Green Business Park Zone by the Town of Carver have generated further impetus for the redevelopment of this conveniently located commercial area. But, a series of physical and practical hurdles must be overcome before the area becomes fully productive for economic development purposes (see below).



**Planning and Redevelopment Efforts to Date.** The Town of Carver has been persistently pursuing the redevelopment of the general North Carver URP area for over twenty years. In the context of limited resources, the Town's approach has been incremental in nature and has included the following initiatives:

- **Economic Development Strategies Plan (1995).** In 1995, the Town engaged the consulting team of McDermott/O'Neill & Associates and The Howell Group to prepare an Economic Development Strategies Plan (EDSP) for the Town. The EDSP stated that "perhaps more than any infrastructure project now underway, the relocation and expansion of Route 44 will boost the potential for business growth in North Carver." One of the priorities that emerged from the EDSP was to "recruit wholesale/retail distribution businesses to North Carver." The EDSP also recommended providing tax incentives including the creation of an Economic Opportunity Area (EOA) in North Carver to offer tax incentives and streamline the permitting process to attract wholesale/retail, distribution businesses to the community.
- **Town Master Plan (2001).** In its 2001 Master Plan, the Town identified the "Route 44 Corridor" as one of seven priority opportunity areas for economic development. This Master Plan indicated that the area along US Route 44 is a viable site for warehouse wholesale/retail distribution business because of the convenient access to the regional highway network and the need to mitigate the tax burden on residential property. The Master Plan recommended that the Town establish and adopt an economic development strategy for the Route 44 Corridor. It also recommended that the Town pursue economic development incentives specifically targeted to the commercial properties in this area. The Town's Master Plan is currently being updated with the Southeast Regional Planning and Economic District (SRPEDD) and it is clear that the subject area will continue to be designated a priority for economic development.
- **US Route 44 Extension (2005).** In 2005, a 7.5-mile section (3.1 miles in Carver) of US Route 44 was extended from MA Route 58 to MA Route 3. The new four lane limited access highway included two new interchanges within Carver, one at MA Route 58 immediately southeast of the Project Area and the other at the Plympton/Kingston town line at [Spring Street](#). These roadway improvements have increased the attractiveness of the US Route 44 area for development. The North Carver URP area is located immediately adjacent to the improved highway and provides direct access to the US Route 44 and MA Route 58 interchange. These improvements provide easy access to MA Route 3 (north-south), Interstate 495 (north-south) and MA Route 24 (from the Fall River/New Bedford area to Boston). The completion of these improvements substantially enhanced the attractiveness of the North Carver URP area for economic development.
- **Water Engineering Study (2006).** In 2006, the Town commissioned Norfolk RAM Group, LLC of Plymouth, Mass. to provide consulting services to identify and evaluate options for expanding the public water supply in North Carver with the objective of capitalizing on economic opportunities along US Route 44. The study, entitled "Water Engineering and Planning Services for North Carver, Town of Carver," set forth potential physical and financial scenarios to bring water service to the area. It also included a market feasibility study by FXM Associates of Mattapoisett, MA focused on potential redevelopment scenarios for the Whitworth Property (see below). The study recommended extending public water supply to the area at a cost of \$15 million and funding the construction through a combination of federal, state and local grants and debt, including the use of District Improvement Financing (see below).

- **Market Feasibility Analyses (2006 & 2008).** The 2006 FXM market feasibility study entitled “Findings of the Market and Fiscal Assessment of the Development Options for the Whitworth Property” as well as a 2008 update thereof investigated the potential for capitalizing on the then recently completed upgrade of US Route 44. This study also assessed the area’s potential for office and retail re-use. In addition, this study estimated job growth, long-term employment opportunities and potential municipal tax revenues based on conceptual implementation strategies. At that time, the site was zoned “Highway Commercial” which allowed light industrial and commercial uses, but not distribution uses (the zoning was later changed – see below). This study indicated that the site was suitable for redevelopment, but that certain infrastructure improvements were required. Specifically, the report cited the need for a municipal water supply serving North Carver, especially in the subject area, which the study noted was the largest parcel of undeveloped commercial land remaining within the entire Town.
- **District Improvement Financing (2006 & 2010).** In 2006, the Town established the North Carver District Improvement Financing (DIF) District. The district consists of the northwest area of Carver. The use of district improvement financing would allow the Town to use some or all of the incremental tax revenue generated by future development within the designated district as a revenue source to support the cost of constructing a water distribution system. In 2010, the Town Meeting approved the designation with the intent that fifty percent (50 percent) of the incremental tax revenue from new developments would fund the water district debt service.
- **Installation of Water Service (2007 & 2010).** In 2007, the Town authorized the filing of special legislation creating the North Carver Water District (NCWD) in order to build a public water supply system that would stimulate commercial growth in the north part of the Town. This legislation was signed into law the following year as Chapter 124 of the Acts of 2008. The NCWD completed the construction of a water system in 2010, thus overcoming a major obstacle to the development of the North Carver URP area.
- **Priority Development Site (2009).** In 2008, the Town designated the North Carver URP Project Area as a “priority development site” under MGL Chapter 43-D, allowing fast track permitting to facilitate the redevelopment of the site. Accelerated permitting is an important marketing advantage that will be critically important in the implementation of the North Carver URP.
- **Green Business Park Zoning Enactment (2010).** In 2010, the Town created a new zoning district targeted for North Carver to attract private investment and to support economic development. In late 2010, the Town adopted that new zoning category and re-zoned most of the North Carver URP area from “Highway Commercial” to “Green Business Park.” This re-zoning effort expanded the permitted uses for the site to include industrial uses such as manufacturing, wholesale, warehousing and distribution as well as research and development and the manufacturing, processing, assembly, or fabrication of alternative energy components and permitted large-scale ground mounted solar photovoltaic installations.
- **Comprehensive Economic Development Strategy (2010).** Since 2010, the Southeast Regional Planning and Economic Development District (SRPEDD) has designated a business park in the North Carver URP area as one of the high priority development projects in its Comprehensive

Economic Development Strategy (CEDS), a locally based, regionally-driven economic development planning process. This designation made the area eligible for funding from the U.S. Economic Development Administration. The project, in one form or another, has been identified in the CEDS as a regional economic development project since 2008, dating back to efforts focused on US Route 44 upgrades and the development of municipal water infrastructure to support economic development.

- **CEDS Update (2015).** In 2015, SRPEDD renewed the CEDS designation of the North Carver URP, indicating that it is one of its seven priority development projects for 2016.
- **Interim Redevelopment Initiatives.** Over the years, the Town has approved a series of small-scale private projects to allow the cleanup and limited development of the North Carver URP site within the context of the overall long-term vision for its eventual redevelopment. These include the initial reclamation activities being undertaken by the owner of the former Whitworth Parcel and approved by the Carver Planning Board.



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**Area Eligibility Finding.** The following Table 3. Summarizes the specific conditions that support certain statutory requirement findings that the Project Area is both “decadent” and “blighted open” requiring the statutory tools of urban renewal. Justification for each finding is also provided in this section:

TABLE 3. NORTH CARVER URP PROJECT AREA QUALIFYING CRITERIA	
Statutory Finding	MGL Chapter 121B Project Area Qualifying Criteria
<b>Decadent Area</b>	Substantial change in business or economic conditions
	Diversity of ownership
	Irregular lot sizes
	Obsolete street patterns
<b>Blighted Open Area</b>	Existence of ledge, rock, unsuitable soil, or other physical conditions
	Necessity for unduly expensive excavation, fill or grading
	Inappropriate or otherwise faulty platting or subdivision
	Deterioration of site improvements or facilities
	Division of the area by rights-of-way
	Diversity of ownership of plots
	Inadequacy of transportation facilities or other utilities
	Substantial change in business or economic conditions or practices
	Abandonment or cessation of a previous use or of work on improvements begun but not feasible too complete
	Other conditions which are not being remedied by the ordinary operations of private enterprise

#### Decadent Area:

- **Substantial change in business or economic conditions or practices:** The Project Area is clearly in need of specific actions to reverse the long-term trend of economic decline. The challenges in the North Carver URP have been well documented by multiple previous studies and plans.

As early as 2001, the Economic Development Strategies Plan (EDSP) prepared by McDermott/O'Neill & Associates states that: "It is commonly accepted that, in most communities, residential growth does not generate enough new tax revenue to cover the new expenses generated by that growth." The EDSP went on to suggest that the fiscal impact of residential growth in Carver has been compounded by the low tax valuation of land devoted to cranberry growing, which accounts for half of the total land area in Carver. The Town of Carver has continued to see an increase in its residential growth. As of 2009, the town includes approximately 24,749 total acres of which only about 16 percent were developed, 83 percent of that for

residential use. Residential property generates over 77 percent of Carver's property tax revenue (FY 2014), while commercial and industrial comprise 10.4 percent and 3.5 percent respectively. According to the Boston Business Journal, the average 2015 residential tax bill for a single-family home in Carver was \$4,407, a 47 percent increase from 2003. Like all Massachusetts municipalities, Carver is facing revenue constraints and growing cost pressures. In August 2015, a Tax Relief Study Committee was appointed by the Carver Board of Selectman to explore ways to provide tax relief for residents who are struggling to pay taxes.

The redevelopment of a largely vacant, underutilized site with higher intensity uses will advance the Town's goals to diversify and increase its tax base, create new employment opportunities, decrease the residential tax burden and will stimulate the economy of Carver. The proposed development provides a "blank slate" with excellent nearby access to the highway system as well as a readily available work force. The size of the site and its generally flat topography can accommodate a wide variety of large tenants that cannot be provided by any competing sites in the general vicinity. The location in Carver also accommodates the current trend for companies to move out of the Boston-metropolitan area to areas that can service the south shore and south coast areas of Massachusetts, Cape Cod and Rhode Island.

Over the years, the Town has been moving forward on addressing the EDSP priorities including the recommendation that it "recruit wholesale/retail distribution businesses to North Carver." The majority of the site has been rezoned for green business park use; and the site has improved highway access and it is the only area in the Town with the capacity to provide public water. A serious historic constraint to the development had been the lack of a public water system that has been addressed with the implementation of the North Carver Water District. The lack of real property value that exists in the area today continues to severely limit the economic growth of the Town and its ability to diversify its tax base and create jobs.

Additionally, questionable business practices by certain owners over the years have resulted in the physical deterioration of the Project Area. The environmental effects from prior sand and gravel mining operations and a septage treatment facility have eroded a significant portion -- 52 percent - of the Project Area. Debris, stockpiles, foundations and subsurface and surficial contamination have resulted from these operations. As a general matter, areas that are in a state of physical decline, that are underutilized, or that are improperly deployed, limit the Town's ability to be competitive in a larger economic context.

A large portion -- 42 percent -- of the Project Area (approximately 127 acres) is generally known as the "Whitworth Property" and has historically been used for sand and gravel mining operations. It has been owned by Heirs of Sumner Mead (1968 to 1997), Stone Cranberry Corporation (1997 to 2013), and Route 44 Development, LLC. (2013 to present). Over the years, various firms were engaged by the owners to conduct soil extraction operations and other operations on the property.

The typical extraction operations on the property involved stripping the land of the natural vegetation, topsoil and subsoil, removing the marketable sand and gravel, screening and washing the extracted materials and finally trucking it away for re-use elsewhere. There was no restoration of the remaining land after the removal of marketable material was completed.

Extraction activities essentially ceased around the year 2000, and the site has remained generally inactive and underutilized for close to 15 years. A gravel screening plant has been removed from

the site.

The primary exception to this inactivity was the lease of approximately ten acres of land at the easterly portion of the so-called Whitworth Property for the operation of a wood processing facility from 2006 to 2011. This operation produced commercial wood chips from logs and wood waste, top soil/mulch, cranberry waste, and stumps.

In 2013, the new owner of the Whitworth Property, Route 44 Development, LLC, commenced the process of preparing the site for future development. This work involves remediating the historic environmental issues and grading the site to prepare it for future redevelopment.

The remaining portions of the North Carver URP area include a 30-acre abandoned (and now demolished) septage treatment facility, a 40-acre parcel with a cranberry bog and a single-family residence, and several other smaller properties including vacant land. There are also limited residential or commercial uses including a strip shopping center built in 1990 which had once been the location of a major supermarket chain, which relocated in 2005. Today, the repurposed, non-anchored strip center houses an “extreme value” variety shop, a fitness center, a hair salon, an indoor baseball training academy, a dance studio and an appliance repair shop.

- **Diversity of ownership:** Diversity of ownership occurs when adjacent properties are owned by multiple parties impeding future development. This characteristic is applied to areas where larger development parcels are necessary for viable redevelopment projects. When areas are characterized by a proliferation of small, and often irregularly shaped, parcels under different ownership, development is often severely limited because of the difficulty of assembling parcels large enough to support new development.

While several of the current parcels are in common ownership as shown in Table 1. Project Area Parcel Listing, the majority of the parcels within the Project Area are held in individual ownership, making effective redevelopment more difficult if not impossible. Given the overall size of the Project Area, many of the lots are smaller and some lack adequate or any street frontage. The Project Area comprises 27 separate parcels, owned by 20 different property owners. Of those owners, 15, or approximately 75- percent of the owners are located outside Carver (based on Assessor mailing addresses).

Nine of the individually-owned parcels are less than 2 acres, and four of the nine are under 1 acre. Clearly, a diverse ownership structure exists and is inhibiting the assemblage of parcels large enough for economically viable redevelopment.

- **Irregular lot sizes:** Conditions typically associated with irregular lots involve shapes, layouts and sizes that are simply inadequate to support redevelopment without the lots being assembled into larger development parcels. Faulty lot layouts are generally too small or irregularly shaped for reasonable development, have identifiable obstacles to development, have accessibility problems, or are not useful for other reasons.

Faulty lot layouts, some without frontage, can be found scattered throughout the Project Area as depicted in Map C. Existing Parcels. The Project Area lot layout has no regard for surface contours, drainage and other physical characteristics of the terrain, access from Montello Street, and surrounding conditions. Irregularly shaped lot sizes and faulty interior arrangement have compromised property usefulness and impaired development.



Figure x. Primary site access known as Park Avenue.

- **Obsolete street patterns, division of the area by rights-of-way:** The lack of public access to a majority of the Project Area site has resulted in poor vehicle access, no pedestrian access and very rough internal circulation. The Assessor's addresses utilize "Off", "Rear" or "O" rather than a street number to describe a majority of the parcel addresses, because these parcels are generally landlocked or require access through an adjacent parcel. Two parcels are listed as "Park Avenue," which does not exist as a public way and is only an unpaved access and utility easement. Ten of the properties, comprising 171.9 acres, or roughly 56 percent of the 301 -acre Project Area are landlocked. Another 41.8 acres have compromised access. Close to 70 percent of the Project Area has access constraints. This has created a situation where one enters certain areas of the Project Area "at your own risk," and has resulted in neglect, illegal dumping, excessive litter, trash, debris, or weeds and a sense of chronic underutilization.

#### **Blighted Open:**

- **Existence of ledge, rock, unsuitable soil, or other physical conditions:** Historic sand and gravel extraction operations within the Project Area involved stripping the land of the natural vegetation, topsoil and subsoil, removing the marketable sand and gravel, screening and washing the extracted materials and finally trucking it away for reuse elsewhere. There was no restoration of the remaining land after the removal of marketable material was completed. Although extraction activities essentially ceased around the year 2000, these portions of the Project Area have remained generally inactive and underutilized.

The Project Area also contains a 30-acre abandoned septage-treatment facility. The facility has been demolished, but abandoned concrete foundation slabs still remain in place.

These conditions will necessitate extensive removal, grading, and subsurface cleanup plus adequate and improved public access and infrastructure in order to make the property a viable redevelopment area.

- **Necessity for unduly expensive excavation, fill or grading:** As mentioned above, a major portion of the Project Area will require extensive site restoration activities involving removal of piles of

debris, cleanup of a prior stump and wood dump, importing soils and grading in order to support future redevelopment. Historic activities at the former Whitworth Parcel (Assessor's Parcel identification number 20-2-0-R) have left the surface excavated too close to the groundwater table with large piles of stumps and logs, a woodwaste landfill, piles of debris and waste, and a buried area of organic peat material that is not suitable for foundations for large buildings. The current owner has started a process to address the piles, woodwaste landfill and the peat area to accommodate future buildings. The property owner has also estimated the need to import up to 600,000 cubic yards of appropriate soils to restore grades to a flatter plateau with adequate separation to groundwater that can be developed. Without the importation of a substantial quantity of soils, the current contours and conditions are not appropriate for a viable development as desired by the Town.

- **Inappropriate or otherwise faulty platting or subdivision:** As discussed above, thirteen of the



**Figure x. Remnants of past business operations at former Whitworth property**

properties, comprising 214 acres, or roughly 70 percent of the 301-acre Project Area have restricted access, 10 are landlocked. A "Subdivision Not Required" Plan approved by the Planning Board in 1993 divided a previous 157-acre parcel into a 127-acre land-locked parcel (the former Whitworth parcel) that is only accessed by an access and utility easement and a 30-acre parcel with "restricted" frontage on Montello Street. Part of its frontage is an unpaved access and utility easement, which serves as an informal access point to the rear parcels. This one subdivision clearly impacted a majority (40 percent) of the Project Area. There are three parcels, which comprise 8 acres that appear to have no other frontage than on MA Route 44 which is a divided highway at

that point with no access or egress from these parcels. Why these practices occurred is unknown, but they are evident of practices that hindered access and usefulness of the land.

- **Deterioration of site improvements or facilities:** The Project Area contains numerous outdated improvements, which do not permit the area to be utilized to its full potential. The vehicular and pedestrian accessibility in and around the Project Area is problematic and retards automobile circulation within the area. Specifically, the condition and configuration of Montello Street including its access with Route 58 requires significant upgrades and improvements to allow any development of the Project Area. Vehicular access to the site is also awkward and hazardous.

Many of the undeveloped parcels have remnants of past improvements, including foundation slabs, building material debris, overgrown vegetation and tree stumps that severely hinder the internal access to the Project Area and future development. These factors contribute to the deteriorated and derelict condition of the Project Area.

- **Division of the area by rights-of-way:** The current primary ingress and egress access into the majority of the Project Area including the former Whitworth property is a 60-foot wide, roughly 1,500-foot-long access and utility easement. This unpaved easement was configured to take advantage of the limited street frontage that existed when the parcels were subdivided. Today, this single point of entry serves as the primary access leading to a series of informal dirt pathways, of varying but considerable lengths, that then provide access to as many as eight internal parcels. This condition and location of the private dead-end system does not provide adequate access for motorists, pedestrians or emergency vehicles. Turning radii are inadequate. Of note is that any driveway or access into the former Whitworth property and abutting parcels will be of a length that will require a second intersection with Montello Street for access by emergency vehicles and for smooth traffic flow. This second connection point does not currently exist



Figure x. Primary access easement.

- **Diversity of ownership:** See narrative under “Decadent” above.
- **Inadequacy of transportation facilities or other utilities:** The majority of the Project Area lacks public infrastructure improvements and utilities. Electricity and natural gas of sufficient capacity to support the proposed development will have to be extended from a significant distance. Water services is available along Route 58 but it is likely that additional pressure and potentially flow enhancements will need to be implemented to service the proposed development. Given the type of on-site soils and the lack of any nearby publicly-owned sewers, wastewater treatment will likely be with an on-site facility.

Further, the Project Area has no discernible order or pattern to the location of uses, lacks public road connections, non-motorized facilities, public safety features, landscaping, or amenities, and is obsolete by today’s standards.

- **Substantial change in business or economic conditions or practices:** See narrative under “Decadent” above.
- **Abandonment or cessation of a previous use or of work on improvements begun but not feasible to complete:** The Project Area is in varying stages of disrepair and decay. While certain occupied properties are in better condition, the vacated parcels are littered with the remnants of

prior business operations including debris, stumps and other materials, building slabs and are generally unkempt and unsightly. The site is overgrown with weeds and illegal disposal of waste is occurring. Building demolition of the former septage treatment plant occurred at one point in the past, but concrete foundation slabs remain. The primary access road is deteriorating. As presented above, the former Whitworth property that comprises approximately 40-percent of the Project Area requires importing a substantial amount of soil to prepare grades necessary for development as well as clean-up the remnants of numerous historic operations that have been abandoned.

- **Other conditions which are not being remedied by the ordinary operations of private enterprise:**

The Project Area includes a large blighted property where historic over-excavation of sand and gravel and other abandoned activities have left it in a condition requiring significant reclamation activities to be suitable for the type of development envisioned by the Town during its 20-year long planning process. Other properties are sporadically located, have irregular lot sizes and shapes and limit the necessary vehicle access to the Project Area. The combination of the current site conditions as well as the need to make significant upgrades for access and provision of utilities necessitate actions beyond the ability of private enterprise to perform in order to allow the Project Area to be developed.

The creation and implementation of an Urban Renewal Plan (“URP”) under MGL Chapter 121-B is a critical ingredient in the Town’s efforts to achieve the redevelopment of the Project Area. An URP will establish the legal framework for the orderly development of the area including the following essential public sector activities:

- **Property Acquisition.** Awkward lot and street configurations, conflicting land use patterns and the physical decline of properties have made the efficient redevelopment of the Project Area virtually impossible. The legal authority to acquire certain properties by eminent domain is required in order to allow the assembly of a suitable disposition parcel including access and utility improvements, if necessary, after good faith negotiations with the current property owners.
- **Access.** There are only two public ways within the North Carver URP. North Main Street (Route 58) is located along its perimeter. Montello Street provides limited frontage and/or access to the interim parcels including the former Whitworth property. Thus, there are numerous interior parcels that are effectively landlocked. This situation resulted from land takings for the construction of Route 44 and historic subdivision practices. Some owners utilize an existing unimproved easement, commonly referred to as Park Avenue, for private site access. There are also a series of rights of way that traverse individual parcels. The North Carver URP will necessarily involve site assembly, subdivision, and the relocation and/or construction of public roads to provide suitable access to all the land.
- **Strategic Subdivision of Land.** The lack of a unified or integrated architectural theme or development pattern has led to the economic decline of the general site area along with visual blight. The assembled site will be subdivided into new parcels that will reflect the optimal use of the site as a whole in the context of the demands of the marketplace for prepared land.

- **Infrastructure Construction.** The assembly of the Project Area into appropriate suitable disposition parcel will allow the efficient and cost effective layout, design and construction of roadway to assure proper access and egress to and circulation within the site. It will also allow the required infrastructure including the anticipated on-site wastewater treatment system to be connected and implemented in an efficient and cost-effective manner. While the Project Area is in close-proximity to excellent roadway transportation access and municipal water, it has limited utility infrastructure. In addition to roadway construction, streetscape improvements, lighting and tree planting. Wastewater treatment will
- **Imposition of Development Controls.** A lack of unified or integrated design theme has resulted in poor aesthetic characteristics and an overall appearance of abandonment and decline. In order to achieve the Town’s vision for the future of the property, it is critical that a carefully crafted set of redevelopment controls be designed to achieve the goals of the North Carver URP to govern the redevelopment and use of the parcels within the area. These controls will be imposed under the North Carver URP for a period of 20 years in order to assure the long-term quality of the built environment.
- **Sustainability.** The development controls described above will incorporate provisions mandating that the private development of the site be based on fundamental sustainability principles.

The conditions described in the findings set forth in this section have substantially impaired the sound growth of the Project Area, decreasing private investment and discouraging overall investment. Based upon the data contained and referenced in this Plan, it is clear that the area is in a decadent condition, which is beyond remedy and control solely by the existing regulatory process, and which cannot be dealt with effectively by the ordinary operations of private enterprise without the aid provided for in this Plan. Therefore, the redevelopment of the Project Area, by the means set forth in this Plan, is necessary in order to achieve the permanent and comprehensive elimination of the decadent and blighted conditions in the North Carver URP Project Area.




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**Clearance Activities.** To accomplish the goals and objectives of the North Carver URP, the plan proposes the assembly of a strategic redevelopment site involving the acquisition of 14 privately owned parcels totaling 241.3 acres and partial acquisition

of another privately-owned parcel (see Section 1, Maps B and G). The North Carver URP proposes the spot clearance of six buildings (see Section 1 Map G). There are no clearance areas in the North Carver URP.

The spot clearance of these six buildings is in compliance with the eligibility requirements for spot clearance set forth in 760CMR 12.02(2), which states “Where spot clearance is proposed, a showing that the clearance is necessary in order to achieve the objectives of the plan”, and as further expanded by the following DHCD guidance “if conditions warranting clearance do not exist, the appropriate treatment may be spot clearance to remove substandard buildings and blighting influences or spot clearance to provide

land for project improvements and supporting facilities that are necessary to achieve the objectives of the Urban Renewal Plan. Spot clearance may involve buildings that are in good condition but whose demolition is necessary to achieve Plan objectives (e.g., reduce density, infrastructure improvements to improve access to and within the area).” Spot clearance is necessary in order to achieve the objectives of the North Carver URP, as set forth in Section 3.

These parcels will be assembled and spot clearance undertaken to create a site with sufficient critical mass for a viable business park that will attract new economic development and private investment to the Town of Carver (see Section 1, Map I). The proposed land uses for this site include: warehouses and distribution facilities, office space, light manufacturing and R&D

The following properties to be cleared on a spot basis are shown below in Table 4:

<b>Table 4. North Carver Urban Renewal Plan - Buildings to Be Cleared</b>		
<b>Parcel Number</b>	<b>Address</b>	<b>Building Area</b>
22-3-0-R	12 Montello Street	1,673 SF
22-3-A-R	20 Montello Street	1,844 SF
22-3-B-R	16 Montello Street	960 SF
22-11-0-R	10A Montello Street	561 SF
22-10-1-R	10-B Montello Street	1,008 SF
20-2-0-R	3-4 Park Avenue	4,100 SF
<b>Total Area</b>		<b>10,146 SF</b>

These six buildings comprise 10,146 square feet in total. The extent of the clearance can be justified as spot clearance and as necessary to achieve the objectives of the plan. Of the 14 parcels to be assembled under the North Carver URP (not including the proposed partial acquisition), six have buildings and all of these will be cleared. Furthermore, the area contained in these four structures comprises 4.5 percent of the total building area in the Project Area.

The clearance of these four buildings is necessary in order to achieve the objectives of the North Carver URP, including:

- The assembly and creation of a disposition parcel with sufficient critical mass for a viable business park that will attract new economic development and private investment to the Town of Carver.
- The construction of infrastructure improvements in the Project Area that are necessary to support redevelopment activities, including new public roadway(s), storm water retention, and securing water supply permits.

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**Need for Urban Renewal.** The conditions described in the findings set forth in this section have substantially impaired the sound growth of the Project Area, decreasing private investment and discouraging overall investment. Based upon the data contained and referenced in this Plan, it is clear that the area is in a decadent condition, which is beyond remedy and control solely by the existing regulatory process, and which cannot be dealt with effectively by the ordinary operations of private enterprise without the aid provided for in this Plan. Therefore, the redevelopment of the Project Area, by the means set forth in this Plan, is necessary in order to achieve the permanent and comprehensive elimination of the decadent and blighted conditions in the North Carver URP Project Area

## SECTION 3. OBJECTIVES OF THE PLAN

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**Goals and Objectives.** The North Carver URP will address the following goals and objectives:

- To alleviate blighted conditions which currently exist in a strategically situated area of North Carver at the intersection of US Route 44 and MA Route 58.
- To maximize the development potential of this area by aggregating land in a configuration that would be attractive for private sector redevelopment.
- To provide convenient access to and egress from the area for the end-users of the property.
- To provide for all required infrastructure to support the redevelopment of the area.
- To prepare “shovel-ready” redevelopment sites that meet the requirements of the probable end-users in the marketplace.
- To attract private investment that is consistent with the Town of Carver’s Master Plan and the requirements of the Green Business Park district in the Town’s Zoning By-Law.
- To protect the quality of the environment by fostering the redevelopment of the area in a fashion that will be sustainable over the long term.
- To provide for aesthetically pleasing redevelopment that will incorporate green space, wetland habitat and some existing cranberry bogs so as to enhance the overall visual appeal of the Town of Carver.
- To create new employment opportunities and to substantially expand the Town’s tax base.

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**Redevelopment Vision.** The Town of Carver seeks to capitalize on the strategic location of this blighted and under-performing Project Area in the northwest corner of Carver for long-term economic development purposes. The Town envisions the private development of the Project Area for modern, attractive and sustainable warehouse, distribution and manufacturing facilities. Such development will convert this virtually abandoned site into a thriving commercial asset, generating both property tax revenue and needed employment opportunities for area residents.

Conceptual plans prepared during the preparation of the North Carver URP show development of up to 1.85 million square feet within the Project Area with the potential for other development and redevelopment on parcels within the Project Area that are not proposed to be acquired. The type of development contemplated for the Project Area including warehouse and distribution centers, office space and light manufacturing could be accommodated within the Project Area once the necessary reclamation and infrastructure improvements are implemented.



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## Market Analysis.

Full implementation of this Plan is greatly dependent on private developers, market conditions and economic circumstances. To that end, preliminary evaluations conducted by the current owners of the former Whitworth parcel have identified the following advantages of this proposed development:

- Nationally, the regional warehouse trend has been toward larger regional warehouse distribution facilities. Local examples are SYSCO in Plympton and Amazon in Fall River. The Project Area has the size and, with improvements to the existing roadway network, adequate access to accommodate these type of regional warehouse and distribution center development.
- Existing industrial parks in southeastern Massachusetts cannot accommodate these kind of larger warehouse and distribution facilities. Also, these existing industrial parks are largely built out with limited room for future projects.
- The regional warehouse market in this area is strong and demand continues to be high. Vacancy rates for these types of facilities continue to be very low.
- The Boston metropolitan area lacks newer, high quality buildings and there are few areas available for developing a new facility cost-effectively. Therefore, many companies are looking to move further south of Boston to areas like Carver with excellent access and adequate space for development.

These initial market evaluations have found that the North Carver URP Project Area is very suitable for the proposed type of development once (1) the site preparation and reclamation is completed and (2) adequate infrastructure including improved vehicle and truck access to Route 44 is provided.



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**Sustainable Development Principles.** The Town of Carver and the CRA are fully committed to the redevelopment of the Project Area by applying the Commonwealth of Massachusetts' sustainable development principles. The North Carver URP will be the vehicle for assuring conformance with these principles, as they will be imposed in the North Carver URP itself as well as in the Land Disposition and Development Agreement with any private redeveloper.

- **Principle 1 - Redevelop First.** The North Carver URP will result in public actions to stimulate public and private revitalization efforts within North Carver that take advantage of existing infrastructure and encourage the reuse and rehabilitation of that infrastructure and of existing buildings. The North Carver URP focuses on blighted and previously exploited properties rather than focusing on never-developed land.
- **Principle 2 - Concentrate Development.** The North Carver URP supports compact development that will conserve land resources, integrate land uses and enhance the built environment. It involves the redevelopment of vacant or underutilized properties and the assembly and creation of new development property, including a significant parcel that will make possible a mixed-use industrial park development project. That project includes a modern, attractive and sustainable mix of facilities for warehousing, distribution and manufacturing, which will result in substantial job creation. The plan also contemplates future commercial redevelopment along North Main Street.
- **Principle 3 - Be Fair.** The North Carver URP focuses on investing in a long blighted and underutilized site through the implementation of a carefully planned redevelopment program. That program is based on a multi-year planning effort that has given careful consideration to promoting equitable sharing of development costs and benefits, and a development plan that is physically viable, market based and financially achievable. The project will promote diversity and create job opportunities for residents of all income levels. Ongoing community outreach will provide for public input that will ensure social, economic and environmental justice throughout the planning, permitting and implementation processes.
- **Principle 4 - Restore and Enhance the Environment.** The North Carver URP will revitalize a strategically located blighted, brownfields site which will result in significant private investment and the creation of new jobs. Redevelopment of the Project Area that has been blighted by historic activities will be undertaken in a manner that protects and preserves existing natural resources both within the Project Area and on sites that have not been previously developed. The project also involves environmental remediation, as required. The project will create a viable development parcel to support an exciting mixed-use redevelopment project with attractive public amenities. This project will support environmental responsibility and green design.
- **Principle 5 - Conserve Natural Resources.** The North Carver URP focuses on the redevelopment and reuse of existing natural or man-made resources, such as cranberry bogs, and seeks to integrate these features as the centerpiece of its redevelopment strategy. There will be no development on the properties that currently have cranberry bogs. Development of the Project Area focused on the blighted properties including the contaminated former Whitworth property will potentially replace development on other natural parcels.
- **Principle 6 - Expand Housing Opportunities.** The North Carver URP envisions significant new job creation, which in-turn, could create additional demand for housing. The Town feels that it will have sufficient existing inventory to meet future housing demand. The Town also wants to maintain diversity in the housing stock that includes housing that meets the full range of local needs, including affordable housing. The Town will work to ensure that quality housing for people

of all backgrounds and income levels, including special-needs and disabled individuals, is a central component of its housing production plan.

- **Principle 7 - Provide Transportation Choices.** The proposed Green Business Park suffers from inadequate access, which the North Carver URP will address through a new public roadway system providing access to development sites and connections to the nearby highway system.
- **Principle 8 – Increase Job Opportunities.** The North Carver URP is designed to attract new industrial and commercial development activities to Carver. The planned business park and the jobs that it will generate, will help existing businesses to grow and expand. It is also anticipated that the project will serve as a catalyst for other commercial redevelopment along the North Main Street area, further expanding investment and new job opportunities.
- **Principle 9 - Foster Sustainable Businesses.** The North Carver URP will support economic development consistent with regional and local objectives. The project will support smart growth principles by bolstering the local economy, improving the quality of life, providing people with additional shopping, entertainment, transportation and service choices, and fostering economic growth in Carver.
- **Principle 10 - Plan Regionally.** A business park in North Carver has been part of the regional CEDS and identified in the associated planning process for over 20 years. Furthermore, the project is currently one of seven priority economic development projects in the region, and is the only non-urban project on the priority list.



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### **Proposed Redevelopment Activities.**

The proposed redevelopment activities are currently anticipated to include the following:

- **Site Preparation and Restoration.** The owner of the former Whitworth property has undertaken a program to restore the property to a state adequate for development. These activities include the completion of the assessment and remediation of the various groundwater releases (both from upgradient and on-site sources); importation and placement of approximately 600,000 cubic yards of soils to raise and flatten grades and provide a plateau for development; process asphalt, brick and concrete (ABC) materials for use in roadways and parking areas; close the woodwaste landfill in accordance with MassDEP's Regulations; and consolidate, process, and either reuse or remove the existing piles of waste, wood and debris. It is anticipated that these activities will take up to two years to complete and will be timed to accommodate the appropriate reuse.
- **Permitting and Regulatory Approval.** The overall development project will require filing of an Environmental Notification Form (ENF) and Environmental Impact Report (EIR) with the Massachusetts Environmental Protection Act (MEPA) office. These documents will describe the overall impacts of the proposed development, the anticipated permitting requirements and

mitigation measures. The ENF will include this URP and the Draft and Final EIR's will be prepared as needed to accommodate the future development.

In addition to the MEPA process, the project will be required to obtain approvals from MassDEP for the closure of the woodwaste landfill and the groundwater discharge permit for the on-site wastewater treatment facility; an Order of Conditions from the Carver Conservation Commission; access permits from the Massachusetts Department of Transportation (MassDOT); and Special Permit(s) from the Carver Planning Board. Carver Town Meeting will also have to approve the re-zoning of the single parcel as shown on the attached maps (see map E2 – Proposed Zoning Changes). The timing of these permit applications and approvals will be determined based on the need to accommodate proposed development.

- **Parcel Assembly.** The assembly of the Parcels in the Project Area will be very important in the overall development anticipated by the North Carver URP. The preferred method for acquiring the various parcels is good-faith negotiations with the current property owners. The legal authority to acquire certain properties by eminent domain will be utilized to allow the assembly of a suitable disposition parcel including access and utility improvements, if necessary, after good faith negotiations with the current property owners.
- **Implementation of Infrastructure Improvements.** Once the permits and regulatory submissions have been finalized, the various infrastructure improvements can be implemented including extending natural gas, electric and water to Project Area; construction of access roads and upgrades to Montello Street including the intersection with Route 58; and on-site improvements including stormwater retention and wastewater treatment.



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### **Zoning, Land-use Restrictions and Design Controls.**

The proposed development uses of the Project Area are allowed by right as part of the Town of Carver's Green Business Park zoning district. Any approvals required for specific developments will be approved by the Carver Planning Board through their Special Permit process and any variances from zoning will be submitted for approval by the Carver Zoning board of Appeals.



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### **Design Review Process.**

**TBD**



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**Duration of Controls.**

The North Carver URP project will commence in 2016 and run for 20-years until 2036.

## SECTION 4. URBAN RENEWAL ACTIONS

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**Specific Urban Renewal Actions.** The following general public actions will be undertaken under the North Carver URP within the constraints of MGL Chapter 121-B and the urban renewal regulations established by the Department of Housing and Community Development:

- **Acquisition.** The acquisition of real property, including 241.3 acres currently configured in 14 privately owned parcels (see Map G) and the partial acquisition of one parcel (see Map G) through the exercise of rights and powers afforded to the CRA, in order to assemble a viable site for private development consistent with the Town's Green Business Park zoning.
- **Relocation.** The relocation of affected residents and businesses (see Section 9).
- **Spot Clearance.** The spot clearance of six buildings (see Map G and Section 3) necessary to achieve the objectives of this plan. Environmental site investigations as required as part of the acquisition and clearance activities. Removal of site foundations, slabs and other debris, if found.
- **Public Infrastructure.** The construction of public improvements, including new public roadways with utilities in order to support new development and private investment. The public infrastructure improvements will include updates to Montello Street including its intersection with Route 58 and the extension of water service to the Site. Public utilities will work with the CRA to extend appropriate electric and gas service to the Project Area. Treatment of wastewater and stormwater will be done with on-site facilities constructed as part of the proposed development.
- **Disposition Parcel(s).** The creation of one viable disposition parcel(s) to support and encourage redevelopment (see Map I and Section 12).
- **Design Controls.** The establishment of design controls for the redevelopment of acquired parcels and the possible rehabilitation of existing buildings to ensure a uniform level of quality.

The urban renewal actions to be undertaken to redevelop the area are further summarized in Table 3 (below).

<b>Table 2. NORTH CARVER URP PROPOSED URBAN RENEWAL ACTIONS</b>	
<b>Project Area</b>	The North Carver Urban Renewal Plan Project Area totals 301.4 acres and is located along US Route 44 on the south, MA Route 58 (North Main Street) on the east, the Plympton, MA town line on the north and the Middleborough, MA town line on the west in the northern section of Carver (See Map A1)
<b>Acquisition</b>	<ul style="list-style-type: none"> <li>• Fourteen parcels are to be acquired in their entirety: 3-4 Park Avenue (20-2-0-R)</li> <li>• 1 Park Avenue (20-2-1-R)</li> <li>• 0 Montello Street (20-3-0-R)</li> <li>• 0 Cobbs Pond (20-14-0-R)</li> <li>• 0 Rear Plymouth Street (21-2-A-R)</li> <li>• 12 Montello Street (22-3-0-R)</li> <li>• 18 Montello Street (22-3-1-R)</li> <li>• 20 Montello Street (22-3-A-R)</li> <li>• 0 Montello Street (22-5-A-R)</li> <li>• 0 Montello Street (22-4-0-R)</li> <li>• 10-B Montello Street (22-10-0-R)</li> <li>• 10-B Montello Street (22-10-1-R)</li> <li>• 10-A Montello Street (22-11-0-R)</li> </ul> One parcel will be partially acquired: <ul style="list-style-type: none"> <li>• 0 Montello Street (24-1-0-E)</li> </ul>
<b>Relocation</b>	Six current occupants will be relocated (4 residential and 2 commercial)
<b>Demolition</b>	Six existing buildings will be demolished: <ul style="list-style-type: none"> <li>• 10-A Montello Street</li> <li>• 10-B Montello Street</li> <li>• 12 Montello Street</li> <li>• 16 Montello Street</li> <li>• 20 Montello Street</li> <li>• 3-4 Park Avenue (Garage building)</li> </ul>
<b>To Be Rehabilitated</b>	The North Carver URP does not propose to undertake the direct rehabilitation of any of the buildings within the Project Area. The plan contains Design Controls and a Design Review Process that will apply to development activities within the Project Area.
<b>Street Discontinuance</b>	Possible relocation/reconfiguration of portions of Montello Street.
<b>Zone Changes</b>	One parcel (20-14-0-R) will be rezoned Green Business Park. All other parcels to remain either Green Business Park or Highway Commercial.
<b>Proposed Project Improvements</b>	Assembly of a redevelopment site to support a mixed-use industrial development project and stimulate future commercial redevelopment along North Main Street. Roadway, utilities, streetscape improvements and public amenities to support redevelopment efforts.

## SECTION 5. COST ESTIMATES AND FINANCIAL PLAN

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A project budget/financial plan for the North Carver URP has been prepared and is provided in Table XX. The financing plan was developed in accordance with 760 CMR12.02 (4), which requires that the plan include the elements listed below.

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**Detailed Site Acquisition Costs.** The CRA utilized FY 2015 property valuation assessments as the basis for the initial estimate of each parcel to be acquired. The CRA will obtain two independent appraisals for each parcel to be acquired prior to actual land acquisition pursuant to 760 CMR 12.04 after DHCD's formal approval of the North Carver URP.

There are no properties in the North Carver URP in which any officer or employee of the municipality or of the CRA has, or is believed to have, any direct or indirect interest.

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**Detailed Site Preparation Costs.** Site preparation improvements are summarized in Section 7. The cost estimates for site preparation include environmental cleanup, building demolition and grading of parcels. These figures are provided in Table xx. Environmental cleanup costs were estimated based on ???.. Grading and building demolition costs were based on industry standards as applied to the square footage of buildings to be demolished and parcels to be graded.

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### Public Improvement Costs.

Cost estimates for public improvements that will support redevelopment activities are provided in Table 00. A narrative description of the proposed public improvements is provided in Section 7. Cost estimates are based on ....

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**Preliminary Relocation Costs.** The North Carver URP will involve the displacement of five occupants, four are residential and one is commercial. Cost estimates for expenses in connection with the relocation of

affected businesses and residents are summarized in Table 00 and are based on other recently completed public relocation projects. All relocation activities will comply with applicable state and federal regulations and will be supported by a final Relocation Plan.

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**Detailed cost estimates establishing the total project cost.** The total estimated gross cost of implementing the activities contemplated by the North Carver URP is estimated at \$xx million. Due to the substantial costs of executing the plan, the North Carver URP may be developed in multiple phases, which will allow for its implementation as project funding is secured. Funding for the implementation of the North Carver URP will come from several sources as indicated in the project budget presented in Table 00.

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#### **Administration and Contingencies.**

The project budget shown in Table 00 includes administrative expenses and reserves for contingencies.

## SECTION 6. APPROVALS AND LEGAL DATA

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**Public Hearing.** The Carver Board of Selectmen held a public hearing relating to the North Carver URP on xxxx, 2016. A copy of the public hearing notices and certified minutes of the hearing are provided in Appendix X.

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**Planning Board.** A copy of the vote of the Carver Board at its xxxx, 2016, meeting, indicating that the North Carver URP is based on a local survey and conforms to the comprehensive plan for the Town as a whole, is provided in Appendix xx.

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**Carver Redevelopment Authority.** The North Carver URP was approved by the Carver Redevelopment Authority on xxxx, 2016. A certified copy of the approval is provided in Appendix x.

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**Board of Selectman.** The North Carver URP was approved by the carver Board of Selectmen on xxxxx, 2016. A certified copy of the Selectmen's approval is provided in Appendix XX.

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**Massachusetts Historical Commission – Notification of Public Hearing.** Copies of public hearing notices transmitted to the Massachusetts Historical Commission are provided in Appendix xx.

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**Massachusetts Environmental Policy Act.** An Environmental Notification Form (ENF) for the project was filed with the Executive Office of Energy and Environmental Affairs (EOEEA) in accordance with the Massachusetts Environmental Policy Act (MEPA) on xxxx. A Record of Decision is pending.

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**Opinion of Counsel.** A copy of the Opinion of Counsel provided to the CRA concerning the North Carver URP is provided in Appendix XX.

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**Plan Approval.** A copy of the Department of Housing and Community Development's approval letter to be inserted into Appendix XX upon issuance.

## SECTION 7. SITE PREPARATION

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The current owner of the Whitworth property has undertaken several site preparation activities to restore the property to a condition that would be ready for development as part of the North Carver URP. The ongoing and proposed site preparation activities on this property are as follows:

- Acceptance of appropriate soils to restore grades to create a flat plateau with appropriate drainage suitable for development. It is estimated that this process could require more than 600,000 cubic yards of soils. The soils to be utilized for this work will be tested and accepted in accordance with procedures approved by the MassDEP.
- Remediation of contaminated groundwater is ongoing under the MassDEP's MCP Regulations. At this time, the existing treatment system on-site that addressed contamination of the deep groundwater is being removed along with the associated groundwater monitoring wells. An on-site release related to the storage of organic cranberry wastes has also been assessed and is being closed out in accordance with the MCP.
- Processing of imported asphalt brick and concrete (ABC) materials to provide appropriate materials for the extensive roadway and parking areas needed for the proposed development.
- Consolidation and clean-up of the existing piles of debris and solid waste. Concrete debris will be processed on-site for reuse in roadways or parking areas and all solid waste will be consolidated and removed either for recycling or disposal in accordance with MassDEP regulations. The large pile of stumps and logs located along the southern property edge will be ground and either used for slope stabilization on-site or removed for appropriate reuse off-site in accordance with MassDEP's regulations.
- Closure of the woodwaste landfill in accordance with MassDEP regulations will be performed either by capping it in-place or excavating it and re-using the organic materials as topsoil.

## SECTION 8. PUBLIC IMPROVEMENTS

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To implement the proposed development, there needs to be several public infrastructure improvements within the Project Area, including new public roadways with utilities in order to support new development and private investment. The public infrastructure improvements will include updates to Montello Street including its intersection with Route 58 and the extension of water service to the Site. Public utilities will work with the CRA to extend appropriate electric and gas service to the Project Area. Treatment of wastewater and stormwater will be done with on-site facilities constructed as part of the proposed development.

## SECTION 9. RELOCATION PLAN

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The proposed actions of the North Carver URP will require the full or partial acquisition of 14 privately owned properties and the relocation of five affected residential and two business occupants. Massachusetts General Law (MGL) Chapter 79A states that projects involving the displacement of occupants of more than five dwelling or business units, must submit a relocation plan to the Bureau of Relocation. MGL Chapter 79A further states that in cases involving the displacement of the occupants of fewer than six dwelling or business units, the displacing agency shall not be required to submit a Relocation Plan. As such, the proposed actions of the North Carver URP do not require preparation of a Relocation Plan. Should the implementation of future actions result in the cumulative displacement of more than 5 occupants; a Relocation Plan will be prepared by the CRA.

The CRA will follow all applicable requirements set forth in MGL Chapter 79A, and the regulations found at 760 CMR 27.00 and applicable federal regulations, in connection with the displacement of any and all project occupants.

## SECTION 10. REDEVELOPER OBLIGATIONS



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Each disposition will utilize a Land Disposition Agreement (LDA) executed between the approved redeveloper and the Carver Redevelopment Authority. The LDA will describe in detail the proposed development including edifices, site improvements and subsurface systems with a definite and appropriate timetable. The LDA will contain protections to ensure the Town and local residents' interests are protected including a right of reversion and additional performance standards as applicable. In addition, each LDA for the North Carver URP Project Area projects will be enumerated in the forthcoming Performance Standards for the Project Area, and explain how the project promotes the Commonwealth's Sustainable Development Principles as outlined in this Plan. All LDAs will be subject to approval by the Department of Housing and Community Development.

## SECTION 11. DISPOSITION



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The improvements shown on Figure I: Lot Created for Disposition are conceptual in nature and intended to depict one manner in which the North Carver URP Project Area could be developed consistent with this Plan. Subject to the requirements of this Plan, the goals and objectives of the Town of Carver and the Carver Redevelopment Authority and applicable law, the proposed redeveloper(s) of the sites will be provided with the opportunity to propose an alternative building and/or land use arrangement for the North Carver URP Project Area. Any such development proposal will be reviewed by the Carver Redevelopment Authority and the appropriate Town representatives in accordance with the terms of the Land Disposition Agreement(s) to be negotiated with the proposed redeveloper, the Town and applicable law.

The North Carver URP creates a single disposition parcel for redevelopment by private partners, which are identified and proposed for reuse as defined in this Plan. Under MGL Chapter 121B and Chapter 30B, the sale or lease of industrial or commercial real property by the redevelopment authorities, such as the Carver Redevelopment Authority or their successors, engaged in the development and disposition of real estate in accordance with an approved URP, is exempt from the public disposition procedures required of all other local entities.

The only redeveloper identified during the development of the URP is Route 44 Development, LLC who is the owner of the largest parcel within the Project Area.

## SECTION 12. CITIZEN PARTICIPATION



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The CRA has solicited input from Carver residents in the preparation and adoption of the North Carver URP. Public meetings were held to discuss the formation of the North Carver URP starting in the early fall of 2015. Plan preparation discussions were by the CRA at regular videotaped open meetings and made available to the public.

The CRA also maintains a web site, which provides regular and ongoing updates on plan preparation activities and provides a vehicle for submitting public input. Presentations were also made at public meetings and the Board of Selectman in (insert date) to receive comments and input on the North Carver URP.

The CRA will continue to provide for ongoing public participation in the proposed execution of the North Carver URP. The CRA will continue to meet with individuals and business owners, community organizations and affected property owners and occupants as necessary to solicit input or to accommodate requests by individuals and organizations. Meanwhile, the CRA will keep the general public abreast of all plan-related activities through public meetings, media releases and the like, and will invite public comment and input as appropriate.